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ABSTRACT

In order to illustrate the role community colleges can play as contractors supplying research and administrative expertise under the Comprehensive Employment and Training Act of 1973 (CETA), this report examines the cooperative relationship between Cuyahoga Community College (CCC) and the Cleveland Area Western Reserve Manpower Consortium (CAWRMC), a CETA prime sponsor which was organized in 1974 to centralize and improve manpower services in the Cleveland area. The report first outlines the history of CAWRMC and examines its role in creating a linkage with the Ohio Bureau of Employment Services and in improving client assessment and placement strategies. The involvement of CCC in CETA activities through a manpower project funded jointly by Cuyahoga County (a CAWRMC member) and the college is then discussed in terms of the college's role in developing a pilot staff development program for county supervisory employees, extending cooperative education programs into units of the county government, and establishing a clearinghouse for information on area employment problems. The report then presents recommendations for successful college-CETA cooperation and discusses the improvement in the cost-effectiveness of community training programs when offered at the community college. A chart illustrating the flow and prioritization of participants through the CETA process within CAWRMC is provided. (JP)

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CETA AND THE COMMUNITY COLLEGE

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The Comprehensive Employment and Training Act (CETA) of 1973 was a major legislative attempt to change the direction of manpower from the prior centralized and categorical program to a new decentralized approach. In addition CETA intended to "streamline" the manpower service delivery system and avoid duplication. The U.S. Department of Labor (D.O.L.) realized that unemployment problems frequently affected an entire labor market and did not respect political boundaries. In order to reconcile the question of Prime Sponsor autonomy and the "non-geographic" nature of labor problems, the CETA legislation has provided for the formation of Consortia of Prime Sponsors who serve local labor market areas. This has been created through legislative language and supported by a ten percent Consortium incentive on Title I.

The result of these incentives was the creation of consortia of differing sized prime sponsors, differing political entities, and vastly differing philosophies. During the four years of CETA, a large number of Consortia have broken up into separate prime sponsors, have been reformulated, or have formed into independent prime sponsors. In many cases the structure of the consortium included very different prime sponsors while others were very similar. Though the actual number of Prime Sponsors which were consortia remained fairly constant, the roster changed annually.

This brief paper outlines some of the efforts of the Cleveland Area Western Reserve Manpower Consortium (CAWRMC) in general and Cuyahoga County in particular. In response to particular problems facing the Cleveland area, the Board of County Commissioners entered into a contract with the local community college to provide specific services. This approach is somewhat different from the more common approach in which the community college

provides training opportunities. Rather, in the Cuyahoga County area, Cuyahoga Community College provides a full range of activities.

The following sections outline the history of the Cleveland area Western Reserve Manpower Consortium, the relationship between the Consortium and Cuyahoga Community College, the results of the effort, and recommendation for the successful involvement of local community colleges in CETA activities.

HISTORY OF THE CLEVELAND AREA WESTERN RESERVE MANPOWER CONSORTIUM

In early 1974, the Counties of Cuyahoga, Geauga, and Lake* and the Cities of Cleveland and Parma joined each other in the formation of the Cleveland Area Western Reserve Manpower Consortium. The CAWRMC is one of the largest consortia funded under CETA and receives substantial D.O.L. funding as shown in Table 1. The number of participants served each year is also indicated.

TABLE 1 - Title I Funding and Participant Levels for the Cleveland Area Western Reserve Manpower Consortium

	Expenditures	Participants
* * FY 75	10,959,845	6,838
* * FY 76	23,655,445	17,775
FY 77	16,346,257	15,859
FY 78	12,721,774 (est.)	16,302 (est.)

Similar proportionate numbers are served in Titles II, III, VI and similar funding is received.

The Consortium's goal was to reduce the current duplication of services (and attendant costs) and to increase the number of participants receiving manpower services. In addition to quantitative service gains, CAWRMC attempted to increase the quality of those services which it did

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*Lake County withdrew from the Consortium in September of 1976 to join Ashtabula County in the Lake Erie Consortium

**CETA's fiscal year for 1975 was from July 1, 1974 to June 30, 1975.

provide. This would be accomplished through:

* More effective identification of community needs and planning of services.

* Centralization of certain activities such as intake, assessment, eligibility determination, referral, and participant payroll.

* Negotiations with contractors to reduce costs of service and to eliminate unsuccessful and/or excessively expensive contractors. Eventually performance contracting was developed in some cases which required that reimbursement be tied to successful completion,

* The use of alternative training sites and extensive employment of "buy-ins" with proprietary schools. In addition to being more cost effective, "buy-ins" reduce the tendency of staff to refer participants to "open" slots which do not fit his/her aptitude and interests.

In the fall of 1976, the CAWRMC received one of eight national discretionary grants to implement a linkage with the State Employment Security Agency (SESA) in order to provide more effective services to residents of the two county area. This linkage with the Ohio Bureau of Employment Services eventually developed into a comprehensive system which has been recognized nationally as a model for CETA-SESA linkage.

This initial grant supported several innovative and highly effective changes in the service delivery system. These included the implementation of new assessment strategies and improved placement procedures. The emphasis on these two areas was the result of the staff review of current areas of concern. It was generally felt that many inappropriate referrals were being made to training programs because of incomplete knowledge about client needs and interests. The OBES "job readiness" assessment which relies heavily on Dictionary of Occupational Titles (D.O.T.) codes frequently misses fine distinctions and factors other than job history. In order to improve both training referrals, the design of an employability development plan, and placement.

CAWRMC has designed and implemented new assessment strategies which emphasize the use of work sampling stations, paper and pencil tests, attitude tests and trained counselor/evaluator. These approaches were used in addition to the General Aptitude Test Battery (GATB), Skill Aptitude Test Battery (SATB), Wide Range Achievement Test and others.

In addition, improvements on the placement component were effected through the development of a job survival skills seminar, improved job-readiness assessment, and customized job development.

As a result of this improved centralized facility, additional efforts at centralization occurred and CAWRMC introduced a client prioritizing system which was intended to rank potential participants, in all Titles, in terms of need. Eligibility was also centralized and major steps had been taken with the OBES in developing a common intake procedure using the ES511 and the prioritizing form to create a client record which contained all required CETA intake material. Duplication of intake would be eliminated. This overall client intake system is outlined below in Figure 1. (See last page)

However, in the fall of 1977 changes were implemented which reversed the direction of centralized intake, assessment and referral. A move toward neighborhood service centers was initiated and the use of the OBES as an intake assessment facility was increased.

Unfortunately, the innovative approaches developed during FY 76 and FY 77 made only minimal use of Cuyahoga Community College. Cuyahoga Community College (CCC) has provided training opportunities but only on a minimal level and without complete coordinated involvement in the CETA system. During 1976, CCC conducted classroom training for Emergency Medical Technicians who were CETA-supported under the Public Service Employment program.

These individuals formed the core of a City-wide Emergency Medical Assistance Program which respons to nearly 100,000 medical emergencies per year.

In addition to the training role, Dr. Nolen M. Ellison, the District Chancellor, headed the CETA Reorganization Task Force which was charged with renewing the current administrative structure of CAWRMC and recommending change to increase efficiency and reduce administrative cost. CCC is also represented as a voting member of the CAWRMC Manpower Planning Council.

COLLEGE/COUNTY MANPOWER PROJECT: However, it was not until the fall of 1977 that CCC became more extensively involved in CETA activities through the College/County Manpower Project. Funded jointly by the college and by the Board of County Commissioners, the project has a two-fold purpose: 1) to determine the number and kinds of programs which presently exist between the college and county agencies; and 2) to recommend new areas for programmatic relationships especially as these relate to human resources and manpower programming. This innovative project has established an office within the College structure and is responsible for interfacing with county government, with the office of county manpower, with CETA in general and with the CAWRMC in particular. The office has developed a CETA policy statement and prepared a document which show how the college could become involved with CETA for the remainder of FY '78 and for FY '79.

As a result of the Project, three new programs have developed for fall 1978: 1) a staff development pilot program for 35 first line supervisors who are county employees; 2) the extension of CCC's Cooperative Education Program into units of county government; and 3) classroom training programs for CETA clients.

The focus of the project, however, is not only on staff development and cooperative education programs for county employees, along with viable programs for CETA clients. The manpower office has examined carefully the entire manpower planning and delivery system and in a working paper has recommended specific ways by which the entire system can be improved. The office is also cooperating with the Greater Cleveland Growth Association (Chamber of Commerce), the City of Cleveland Planning Department, Community Planning agencies and the United Way. These groups are interested in establishing a clearinghouse for accurate and up-to-date information on employment and underemployment and other labor market data.

These few examples have been presented to show the direction taken in Cleveland by the local community college in attempting to interface with and integrate its activities with the local Prime Sponsor. Thus far, CCC's experience with CETA has not been as extensive as many other community colleges which were involved in CETA from its inception. For that very reason, possibly, the college can now develop an interesting adaptation to the CETA environment. CCC has attempted to expand its role beyond simply being a provider of training. The college has taken the initiative in offering its research, administrative and training resources to the Prime Sponsor. The development of a close working relationship among the College, the Board of County Commissioners, and various County Department heads has resulted in an effective work experience and on-the-job training program. While the activities of the Manpower Project are very recent, they have the potential for impacting positively upon the community.

RECOMMENDATIONS FOR COMMUNITY COLLEGE/CETA INTERFACES:

There is nothing original or innovative in using local community

and junior colleges as training sites. In fact, many have offered training since the days of the Manpower Development and Training Act (MDTA). What is somewhat different in the Cleveland area is the involvement of CCC in otehr, non-training activities such as planning, staff training, and clearinghouse/research.

The authors have developed a set of recommendations for community college staff to follow in attempting to initiate contact with local prime sponsors. All too often the community college was unaware of the role of CETA and the Prime Sponsor's expectations. These recommendations will appear in a forthcoming article in a community college journal. In summary, the following suggestions were made to community colleges who are thinking of CETA involvement:

* Know the History of Federal Manpower Programs. It is essential to understand the subtle shifts in emphasis and changes in direction of CETA in order adequately to develop appropriate and responsive programs.

* Know the Current Federal Position. The legal ramifications and constraints as well as the flexibility of the Act are critical to successful implementation of programs under CETA. The most complete, current, and accurate information is essential.

* Know the Local Political and Economic Environment and the Functioning of the Prime Sponsor. Many considerations beyond cost effectiveness, efficiency and need enter into the Prime Sponsor's decision to fund particular programs. To be effective a community college must be aware of and react to these problems and conditions.

* Be Clear and Definite on What CETA Service You Will Want to Provide. Determine what services are needed, what you can supply and how appropriate they are for your college. Do not attempt a project which is too ambitious.

* Know the Ways to CETA Involvement. There are several options available to the Prime Sponsor, some of which are more advantageous than others. Determine the advantages of "buy ins" and "class size" training and how each will affect your cost and ability to provide.

The CETA prime sponsor also needs to develop a set of guidelines in dealing with community colleges as well as other potential contractors. The authors make these recommendations to prime sponsors.

* Develop, Implement and Stick to a Good Request for Proposal (RFP) Process. In addition to meeting Federal requirements for procurement, a well organized and open RFP process can win substantial community support for Consortium actions. The open competition and resulting forum will prevent ineffective, expensive or inappropriate providers from becoming too vociferous. As a side effect, some very interesting, innovative and frequently cost effective proposals may be submitted by previously unknown agencies. Publication is the key word.

* Know All the Suppliers and All Their Services. Frequently, agencies are labeled as serving particular groups or providing only certain services. Everyone knows that community colleges can provide training but what other services can they provide? Who else can also perform the services? The appropriate side of

of this coin is knowing what services an agency cannot deliver. It is very embarrassing to contract with a reliable, well known provider for a newly developed service and have it fail. Prior success in one are is not always transferrable.

* Determine What is Needed and Contract only for that Service. In many cases, a supplier will provide additional services beyond the scope of the initial request for a modest additional cost. However, if the Prime Sponsor does not need these services, the "moderate cost" is excessive. This assumes that the Consortium planning staff has done a good "needs assessment" and has developed a complete, comprehensive and precise inventory of services.

* Find the Most Cost-Effective Method of Obtaining Services. Frequently, setting up class size situations is not only inefficient but results in disservice to participants by channeling them into inappropriate training or failing to meet their interests and aptitudes. On an individual basis "buy in" contracts with local Boards of Education or private proprietary schools may be more expensive. However, when aggregated for all participants, the cost savings may be substantial.

This set of recommendations has been presented to both community colleges and CETA Prime Sponsors in an attempt to make them aware of each other. This may not be necessary in all cases, since very effective CETA/community college interfaces have occurred (Jacksonville, Florida is a prime example). Even the experiences in Cleveland are only the initial, tentative effort at full involvement. In any case, the local community

colleges do have a role in CETA and frequently are greatly interested in making their facilities available to the local prime sponsor. The cost savings can be tremendous as seen below in Table 2.

Table 2 - Comparison of Costs for Selected Courses

	Community College*	CETA operated program	Proprietary School
Clerical (basic typing)	$ 80.00	$ 600.00	$ 250.00
Court Reporting	320.00		2,800.00
Medical/Dental Technician	1,000.00		1,800.00
Nursing	1,020.00	1,200.00	
Computer Programmer	530.00		3,550.00

* Based on tuition of $10.00/hour

While the above figures do not include books or participant support (stipends, supportive service, etc.) they do emphasize the substantially lower "training cost" offered by the local community college. Obviously, community colleges do not provide all types of training and frequently do not have the facilities to teach welding, machine shop, mechanics, etc. There are, however, a sufficient number of skill shortage occupations in which community college courses are attractively priced.

The point is not that the community college can -- or should -- meet all needs and provide all or even most training. Rather, the community college can provide some training more cost effectively and can free up funds for other training. In addition, it has already been emphasized that the college has other services to offer and other roles to play. Given these advantages, it seems that the CETA Prime Sponsor who does not make substantial use of the local community college is "missing a good bet."

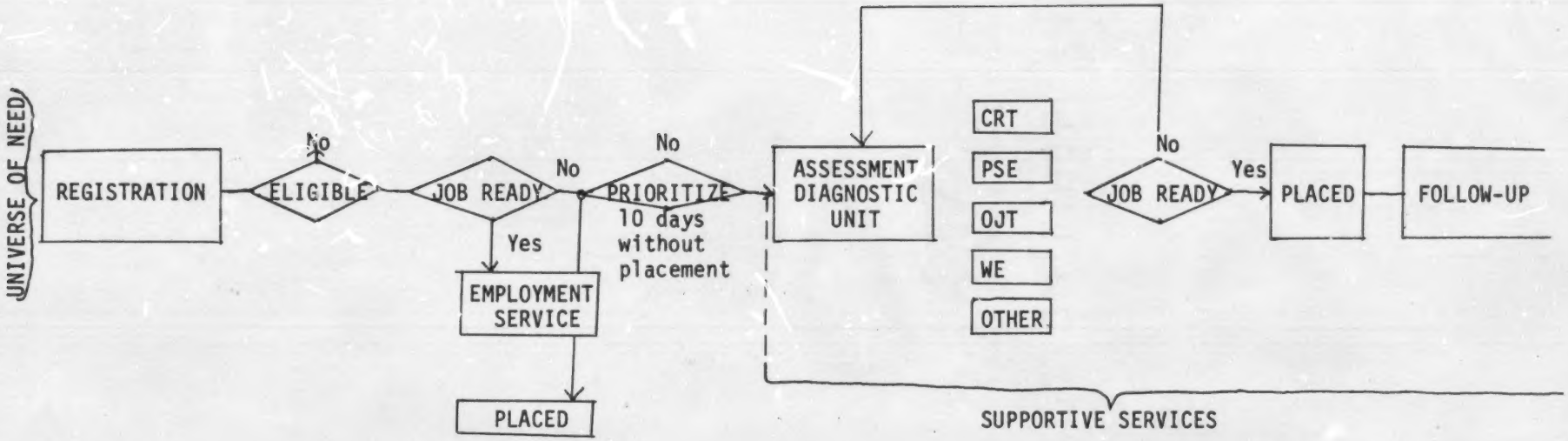

FIGURE 1 - FLOW OF CETA PARTICIPANTS AND PRIORITIZING OF ELIGIBLE PARTICIPANTS

JUL 13 1980
UNIVERSITY OF CALIFORNIA
ERIC CLEARINGHOUSE FOR JUNIOR COLLEGES
96 POWELL LIBRARY BUILDING
LOS ANGELES, CALIFORNIA 90024
EE 36